DOCUMENT RESUME

ED 245 766 JC 840 388

AUTHOR Avila, Arthur; Stevens, Thomas
TITLE Educational Needs, Goals, and Resources: Planning Issues for the Los Angeles Community Colleges, 1984-89.
INSTITUTION Los Angeles Community Coll. District, Calif.
PUB DATE 25 Jan 84
NOTE 48p.
PUB TYPE Reports - Descriptive (141) -- Viewpoints (120)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *College Planning; College Programs; *Community Colleges; Educational Change; *Educational Finance; *Educational Needs; Educational Objectives; Financial Support; Long Range Planning; Multicampus Districts; *Organizational Objectives; Two Year Colleges; Two Year College Students; Urban Education
IDENTIFIERS *Los Angeles Community Colleges CA

ABSTRACT

Designed to aid in the planning process of the Los Angeles Community College District (LACCD) for 1984-1989, this report assesses educational and resource needs; discusses the community college mission and functions; and points to changing directions in educational programs and services in the district during the coming years. Introductory material presents the purposes of the report, a retrospective view of California's community colleges, an overview of the LACCD, and conclusions and recommendations. Next, an assessment of educational needs is provided, covering the areas of population and enrollment growth; changes in student characteristics in terms of ethnicity, age, and educational levels; economic and social changes; employment trends; and educational and staffing needs. Next, the community college mission and functions are discussed, with special focus on the educational philosophy of the LACCD. Then, the direction of change in educational programs and services is considered with respect to evaluation and planning objectives; the transfer, vocational, remedial, and guidance functions; general education; community services; and instructional and institutional support. Next, the resource needs of the district's colleges are specified, including the need for a stable funding mechanism, flexibility in funding sources, equity, funding guidelines, support of enrollment growth, and assistance in recovery from recent budgets. Finally, a summary and conclusions are presented. (HB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED245766

EDUCATIONAL NEEDS, GOALS, AND RESOURCES

PLANNING ISSUES FOR THE LOS ANGELES COMMUNITY COLLEGES, 1984-89

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Leslie Koltai

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

X Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

T 840 388

THE LOS ANGELES COMMUNITY COLLEGE DISTRICT

Board of Trustees

Marguerite Archie-Hudson, President
Arthur Bronson, Vice President
Wallace Albertson
Lindsay Conner
Harold Garvin
Monroe Richman, M.D.
Rick Tuttle, Ph.D.
Judy Gomez, Student Member

District Administration

Leslie Koltai, Ed.D., Chancellor
Kenneth S. Washington, Ed.D., Vice Chancellor, Educational Services
Thomas M. Fallo, Vice Chancellor, Business Services
Virginia F. Mulrooney, Ph.D., Vice Chancellor, Personnel Services
Mary L. Dowell, General Counsel

College Presidents

East Los Angeles College: Arthur Avila
Los Angeles City College: Stelle K. Feuers, Ed.D.
Los Angeles Harbor College: James Heinselman
Los Angeles Mission College: Lowell Erickson
Los Angeles Pierce College: Herbert Ravetch, Ed.D.
Los Angeles Southwest College: Walter C. McIntosh, Ed.D.
Los Angeles Trade-Technical College: Thomas L. Stevens
Los Angeles Valley College: Mary E. Lee, Ph.D
West Los Angeles College: M. Jack Fujimoto, Ph.D.

EDUCATIONAL NEEDS, GOALS AND RESOURCES:

PLANNING ISSUES FOR THE LOS ANGELES COMMUNITY COLLEGES, 1984-89

A Discussion Paper
Prepared by

The Committee on Community Colleges:
Commitment to Access and Excellence

Arthur Avila
and
Thomas Stevens

Los Angeles Community College District

January 25, 1984

EDUCATIONAL NEEDS, GOALS AND RESOURCES:

PLANNING ISSUES FOR THE LOS ANGELES COMMUNITY COLLEGES, 1984-1989

TABLE OF CONTENTS

Preface iii

Acknowledgments v

Introduction 1

- Purposes of this discussion paper
- California community colleges in retrospect
- District overview
- Committee conclusions and recommendations

An Assessment of Educational Needs 9

- Population growth
- Enrollment growth
- Change in ethnicity
- Change in age
- Educational level
- Economic change
- Employment
- Social change
- Educational needs
- Staffing needs

The Community College Mission and Functions 17

- Mission
- Functions

The Direction of Change in Educational Programs and Services 23

- Evaluation and planning objectives
- The transfer function
- The vocational function
- The remedial function
- General education
- Community services
- The guidance function
- Instructional support
- Institutional support

Resource Needs 31

Need for a stable funding mechanism
Need for flexibility in funding sources
Need for equity
Funding guidelines
Consequences of budget reductions
Need for recovery
Need for support of enrollment growth

Summary and Final Conclusions 35

References 39

PREFACE

This paper goes to press days after Governor Deukmejian's State of the State address January 10, 1984. In that address, full funding was recommended for kindergarten through twelfth grade education reforms which were adopted in 1983. A 30% General Fund increase was proposed for the University of California and a 21% increase for California State Universities. University students will also benefit from proposed fee reductions.

The Governor proposed a $50 million augmentation from the General Fund to provide immediate relief to community colleges for the remainder of the 1983-84 fiscal year. This amount would restore a little more than half of the funds he vetoed in the 1983-84 budget, and would increase statewide funding in 1984-85 to $1,365.4 million. A recommended 10.4% additional increase in 1984-85 would raise this figure to $1,507.3 million. Funding for this increase, however, is expected to come from first-time student enrollment fees ($95 million) and increased local revenue ($58 million); General Fund support is expected to decrease $11 million. The proposed 1984-85 community college budget represents a two-year gain of 6.8% over 1982-83, a budget itself cut $30 million through course reclassification. Similarly, the modest 3.5% gain in 1984-85 average daily attendance (ADA) is 3% below the 1982-83 level.

Subsequent to the Governor's address, the Legislature acted quickly with passage of a bill for full restoration of the $96.5 million cut from the 1983-84 budget. Continuing legislative issues are enrollment fees and the maintenance of base funding through a "hold harmless" clause for 1983-84 ADA losses. Funding for 1984-85 is not expected to more than halt further budget declines, with chances for recovery, cost-of-living increases, enrollment growth and curricular development remaining very dim prospects.

This paper examines the educational needs, goals and resource requirements of the Los Angeles Community Colleges over the next five years. While continuing fiscal constraints and uncertainties make an optimistic view of the future cautious, very real educational needs mandate changes in programs and services, and argue for adequate fiscal support.

The perspective of changes responsive to needs must be retained and developed. Change is inevitable, and best served by forward planning. As needs increase, however, programmatic change is difficult and slow without sufficient funding. What is adequate funding for community colleges depends on what educational needs are best served by their programs. Social and economic growth in California relies heavily on educational providers, not the least of which are its community colleges. A major contribution to California's public interest continues to be community college educational opportunity.

A C K N O W L E D G M E N T S

This paper is a product of the Committee on Community Colleges: Commitment to Access and Excellence. Committee members contributed to a lively discussion of issues, the hasty collection of data, the formulation of consensus, and the development of planning strategies responsive to educational needs.

Committee members include the following:

Co-chairs

Arthur Avila	President, East Los Angeles College
Thomas Stevens	President, Los Angeles Trade-Technical College

Subcommittee chairs

Marilyn Urmston	Vice-President, Administration, Los Angeles Mission College Needs Assessment Subcommittee
Noel Korn	Vice-President, Academic Affairs, East Los Angeles College Mission and Functions Subcommittee
Paul Whalen	Vice-President, Academic Affairs, Los Angeles City College Finance Mechanism Subcommittee
James Grivich	Vice-President, Administration, Los Angeles Trade-Technical College Resource Needs Subcommittee
Mary Lee	President, Los Angeles Valley College Critical Review Subcommittee
Nancy Conrath	Director, Educational Planning and Resource Development, District Office Publication Subcommittee

Members

Mary Ann Breckell	Vice-President, Administration, Los Angeles Valley College
Arthur Cherdack	Vice-President, Academic Affairs, Los Angeles Southwest College
Barbara Friedman	Educational Information Specialist, District Office
Jack Fujimoto	President, West Los Angeles College

Dorothy Hata	Vice-President, Administration, Los Angeles City College
Arthur Hernandez	Vice-President, Administration, East Los Angeles College
Louis Hilleary	Senior Director, Instructional Services, District Office
Jean Loucks	Vice-President, Academic Affairs, Los Angeles Pierce College
Quentin Mason	Vice-President, Administration, Los Angeles Harbor College
William Norlund	Vice-President, Administration, Los Angeles Pierce College
Ernestine Palmer	Director, Affirmative Action Programs and Services, District Office
Lawrence Serot	Director, Budget Planning, District Office

The Committee was also assisted by staff members Lila Aurich and Yoshi Fong from Budget Planning, Jeanne Landis and Teresa Eng from Educational Planning, and Richard Anderson from Personnel Services. Clerical support was provided by Connie Rosano, Cleo Williams and Rose Marie Patino. The cover was designed by Scott Baldwin; Anthony Calderon oversaw the reproduction of the paper.

Nancy Conrath wrote the paper, drawing from subcommittee reports and other data sources, and supervised its publication.

William Pickens, on leave from the California Postsecondary Education Commission, was a consultant to the Committee.

Chancellor Leslie Koltai also advised the Committee in the development of the paper.

The Committee co-chairs are deeply grateful to Committee members, support staff and others who contributed to the content and publication of the paper.

Arthur Avila

Thomas Stevens

EDUCATIONAL NEEDS, GOALS AND RESOURCES:
PLANNING ISSUES FOR THE LOS ANGELES COMMUNITY COLLEGES, 1984-89

Introduction

Purposes of this discussion paper. It is the basic aim of this paper to draw into focus the educational needs of potential Los Angeles Community College students during the next five years. The institutional goals of community colleges are the lens through which such a focus must be viewed; perceived educational needs are therefore discussed in relation to the community college mission and functions. The recommended direction of change in educational programs and services derives from an assessment of these needs, which in turn reflect social, technological and demographic change. Needs and goals form the basis of resource requirements, both fiscal and personnel. Resource needs are discussed in relation to fiscal recovery and stability, enrollment growth, curricular development and institutional support. Finally, this paper intends to provide a broad framework for planning at the local college level. It is hoped that the issues, data, conclusions and recommendations presented in this paper will be further discussed and expanded upon by educators working in a variety of positions, disciplines, and locations.

Clarifying the role of community colleges in meeting educational needs gains in importance as fiscal support declines, and as demographic, social and technological change increases. Recent fiscal shortfalls have diverted attention away from changing educational needs to fiscal and personnel resource management. This paper seeks to restore the perspective of educational needs, community college purposes, and institutional planning to the management and development of resources.

In the fall of 1983, Chancellor Koltai established an administrative committee to identify programmatic changes responsive to environmental trends and appropriate to community college goals. This committee, comprised of some twenty administrators, was co-chaired by Arthur Avila, President of East Los Angeles College, and Thomas Stevens, President of Los Angeles Trade-Technical College. The name the committee chose for itself was deliberate and embodies a widely held conviction among educational leaders; it is The Committee on Community Colleges: Commitment to Access and Excellence.

While the Committee's conclusions and recommendations are specific to the Los Angeles Community College District and rely a great deal on local area data, dependence on statewide policies, resources and trends makes many of them relevant to the interests of other community college districts or supportive agencies within California. The following section will discuss some of the common legacies and current conditions shared by community college practitioners.

California community colleges in retrospect. Public junior colleges were authorized in California by the 1907 Caminetti Act, and began as extensions of high schools. By 1917, 16 public high schools provided college instruction. As the number of junior colleges grew, separate districts were formed. By 1942, 24 of

42 junior colleges were under high school jurisdiction, and by 1960, just 15 of 65 colleges were extensions of high school districts. The 1960 Master Plan for Higher Education, placing junior colleges within a three-tiered system of higher education and advocating access to junior colleges for all California residents, accelerated the shift toward separate college districts.

Junior college enrollments grew rapidly, from 25,000 students in 1928 to 52,000 in 1936, 100,000 in 1942, 210,000 in 1955, 340,000 in 1960, 610,000 in 1967, and and 1,285,000 in 1975. While growth was characteristically upward through 1975, funding difficulties have resulted in a seesaw pattern since, with the peak enrollment at 1,430,000 in 1981. Adding to enrollment growth has been the increasing participation of women and minorities. In 1972, women were 47% and minorities 24% of enrollment; by 1982, women represented 55% and minorities 35% of enrollment.

With rapid growth came the need for statewide coordination and separation from the State Department of Education. In 1967, the Stiern Act created the Board of Governors for California Community Colleges as a statewide board for planning and coordination; in 1973 the California Community College Chancellor's Office was established. The California Postsecondary Education Commission was also formed in 1973, replacing the Coordinating Council for Higher Education.

It remains to be seen if community colleges have traded step-child status within secondary education for like status within postsecondary education. Because community colleges offer educational programs which are often the equivalent of secondary or higher education programs, their independence as unique, multi-purpose institutions has been difficult to establish.

While community colleges have become more comprehensive in response to local needs, they continue to be more alike than different from their junior college prototypes. The 1947 Strayer Report identified junior college goals and objectives as access for all California youth and adults to 1) terminal education (occupational entry), 2) general education, 3) college and career orientation and guidance, 4) lower-division transfer education, 5) adult education and 6) removal of matriculation deficiencies (remediation).

Early secondary-school sponsorship left a legacy of local control, with local boards of trustees and a large proportion of fiscal support through local property taxes. The passage of Proposition 13 removed much of the property tax support and strengthened centralized state planning and control. Large differences among community colleges and districts nevertheless reflect local governance options and response to local educational needs and interests. Because community colleges are commuter institutions serving local residents, the extent to which local governance is attenuated is a critical concern to them.

Part-time enrollment is an indication of the value community colleges have for working, commuting residents. Two-thirds of junior college enrollment in 1955 was part-time; it is currently three-fourths. The ability of residents to enroll part-time is increasingly important as rapid technological change requires skill-updating for job maintenance and advancement, and as the population enjoys a longer life span.

The separation of community colleges from high school districts brought about different agreements with regard to adult education. These agreements have withstood several attempts to designate responsibility to one segment or another. In the absence of such a resolution, individual districts must work cooperatively with adult education providers to avoid duplication or competition while insuring opportunities for adults.

Cooperative agreements must also be made in districts which have one or more public four-year institutions within their boundaries. These circumstances vary widely among community college districts, making policies on delineation of function subject to local conditions.

Because community colleges are obligated to provide educational opportunities not otherwise provided for adult residents, local autonomy and budget flexibility will remain key factors in community college governance. At the same time, educational opportunity for all of California's citizens remains a state responsibility.

Community colleges have proved to be much more than compensation for imperfect high schools and universities; they are local institutions responsive to local educational needs which include, but are not limited to, matriculation. Their success depends upon continuing state and local support.

District overview. The Los Angeles Community College District serves a large, metropolitan area of 882 square miles located in the central portion of the Los Angeles basin, with a population of more than 4.3 million. Communities within the District are distinct in both culture and commerce, and include the City of Los Angeles, a number of incorporated cities, and unincorporated areas within Los Angeles County. These communities range in character from urban to suburban, industrial to commercial, affluent to impoverished. A bustling center of international trade and banking, the area is renowned for its entertainment industry, aircraft production, garment manufacture, and horticultural products. The unparalleled heterogeneity of District residents is reflected in the diverse characteristics of students attending each of the District's nine colleges. City, East, Trade-Technical and Southwest serve the central city; Mission, Pierce and Valley, the San Fernando Valley. Harbor's service area includes the Los Angeles port communities and the Palos Verdes peninsula, while West draws students from the airport, coastal and inland communities of western Los Angeles.

The District is a microcosm of the State's urban areas. The range of income, ethnicity, educational preparation, and employment is perhaps nowhere else so extreme. While educational, cultural and employment opportunities are available to commuting residents living throughout the District, residential communities vary widely and are often in contrast to each other. In Fall 1982, for example, 68% of Pierce students were white, while at Southwest, 97% were black; at East, 65% Hispanic; and at City, 22% Asian. The 1980 Census shows a median income of $31,000 among residents served by Pierce, compared to $11,000 among Southwest residents.

The District was one of the last in the state to operate independently, separating from the Los Angeles Unified School District in 1969; the Unified District retained the adult education function. The central office in downtown Los

Angeles houses the Board of Trustees' chambers and provides services to the nine colleges, including payroll, accounting, data processing, and general counsel. The current organization of the District Office includes four divisions: educational services, business services, personnel services, and general counsel.

The size of the District is unparalleled in the state and in the world. Enrollment is typically 10% of the state total. As a multi-college district comprised of nine very different colleges--some small, others large--the governance of the District is complex, bureaucratic and political. All major decisions are made and policies set by the Board of Trustees. Like other districts, decisions must be made within the context of fiscal and educational legislation and collective bargaining agreements. The District must also comply with the State Chancellor's Office approval and reporting requirements and other directives.

There are a number of ways in which local districts interact with the Legislature and other state agencies to help make state and local community college interests congruent; nevertheless, conflicts remain. At the local level, colleges must be responsive to local needs and interests which are consistent with district and state policies and priorities. It is not always clear, however, what should be common to all colleges and what should be unique to individual colleges.

District colleges retain distinction through variations in curricular emphasis, specialized services, internal organization and student characteristics. While all colleges seek to provide a balanced curriculum which includes all major functions, many specialized programs are available at one or two colleges. Trade-Tech's extensive vocational programs draw students from throughout the District, as do City's programs in the arts, media and allied health. Some programs, however, are administered centrally in cooperation with the colleges: instructional television, contract education with business and industry, international education and community services. And while all colleges have a president as well as vice presidents for administration and for academic affairs, internal organization varies from clusters to divisional or departmental structures.

Master planning has traditionally been a local college activity, following District guidelines. While educational planning should theoretically determine budget planning, recent fiscal reductions and uncertainties have increasingly dictated educational planning. In the 1982-83 planning year, both educational and budget planning were coordinated centrally by the District Office staff.

This paper is a first step in restoring educational planning to the local college level. It is hoped that by outlining districtwide concerns and by providing colleges with districtwide data and management information, colleges will be better prepared than in the past to plan for programmatic changes consistent with State and District objectives.

Committee conclusions and recommendations. Apparent throughout the Committee's report is the reaffirmation of the role of community colleges as teaching institutions providing access to postsecondary education for all adult residents able to benefit from instruction offered. To maximize access and excellence, however, it is necessary for local community colleges to vary the programs and services they offer in response to great differences in educational needs among

the communities they serve. At the same time, widespread social and technological change will require programmatic modification and development at all colleges.

The scope of this paper is limited to the broad direction of institutional change within the District that is considered most responsive to perceived external trends and conditions, given the values and goals of community colleges. Specific programmatic revision and development will remain the responsibility of local colleges, given districtwide and statewide objectives and available resources.

Committee conclusions therefore derive from trend data and lead to general recommendations. Most of these recommendations are within the prerogatives of local college application; some require action by agencies external to the District. The full implementation of them will be largely dependent on fiscal recovery and growth in fiscal support for community colleges.

These conclusions and recommendations are:

1. Conclusion:

   Continued population growth, rapid social and technological change, and limited alternative educational providers will increase the demand for community college educational programs and services.

   Recommendation:

   Enrollment ceilings or growth limits should be raised to accommodate population growth and increases in community college-level educational needs.

2. Conclusion:

   The need for collegiate-level academic study skills, combined with the increasing knowledge and skill requirements of developing technologies, will increase the demand for the development of basic cognitive skills and remedial or pre-collegiate education.

   Recommendations:

   A comprehensive program for entering students should be provided which includes the assessment of educational goals, academic skills and support service needs; placement and advisement; follow-up and evaluation. Project ACCESS (Action for Community College Enhancement of Student Success, a program of student assessment, placement, counseling and follow-up) should be extended.

   Liaison programs with senior high schools and adult schools should be developed to assist students in preparing for community college enrollment.

Technological support for the independent or guided learning of basic cognitive skills should be expanded.

3. Conclusion:

The impact of continuing social, economic and technological change will be widespread across the curriculum, and will require rapid curricular revision and development as well as modifications in educational delivery.

Recommendations:

The value to both employers and transfer institutions of the two-year associate degree, representing the completion of both major and general education course requirements, should be enhanced. At the same time, increasing short-cycle educational goals need to be recognized and appropriate curricular options and certificate programs developed.

Contract education should be expanded in response to industry needs, and should contribute to the curricular revision and development of vocational programs.

Advisory councils representing both the business/industry and educational sectors should be further utilized in order to improve the currency, articulation, and job placement of community college programs.

4. Conclusion:

The diversity of students with regard to their cultural and ethnic backgrounds, academic preparations, and educational goals will continue to increase, and require both specialized and integrated educational programs and services.

Recommendations:

Learning "packages" and curricular "streams" should be developed which address the common educational needs of different student groups. Based on identified educational and curricular objectives such as transfer, occupational entry or advancement, and on progressive levels of student achievement, such restructuring should increase the homogeneity of students within courses. Components might include honors programs, reentry, retraining or bilingual programs.

At the same time, general education curricula should be designed to offer matriculating students common learning experiences which recognize the values of a pluralistic society that is socially and economically interdependent.

Multipurpose community college curricula should reflect the diverse educational needs of students, with informational and advisory materials clearly describing curricular options and intents.

5. Conclusion:

The ability to respond to changing educational needs will require planning, which will in turn depend on a stable funding mechanism appropriate to the community college mission and functions.

Recommendations:

Planning should be an ongoing effort which includes long-range strategic planning as well as short-range tactical and contingency planning.

Whatever community college funding mechanism is selected from a number of current alternatives, it should be adopted for at least a five-year period to accommodate educational and fiscal planning.

6. Conclusion:

Very large differences exist among districts in the educational needs of constituents and in institutional resources. An appropriate level of local control over fiscal resources and program development is required if local needs are to be adequately met.

Recommendations:

While the responsibility for planning the broad direction of programmatic change lies with legal entities such as the Legislature, the California Community College Board of Governors, and local boards of trustees, specific planning efforts should remain the responsibility of local colleges which are responsive to local needs.

Fiscal resources available to colleges should be stabilized and predictable, in order to foster planned change and resource management responsive to local needs.

College planning should incorporate the consolidation of specialized programs with limited demand at selected locations within districts, in order to avoid unnecessary duplication and to conserve educational resources.

At the same time, college planning should provide for balanced curricular opportunities responsive to local needs.

7. Conclusion:

The erosion of fiscal support, acute since the passage of Proposition 13, has been cumulative and has left a large deficit with regard to 1977-level purchasing power, program development and alteration, and facility maintenance and development.

Recommendations:

The first priority in institutional planning, if the base of fiscal support is increased, should be to restore to the extent possible cost-of-living salary adjustments, to redistribute existing personnel resources to meet current needs, to provide for necessary in-service training or retraining, to properly equip educational programs and support services which remain in high demand, and to restore funding for capital construction projects and facility maintenance.

The second priority in institutional planning should be to restore the expansion and development of programs and services in high demand which have not been able to meet needs because of reduced funding.

8. Conclusion:

In order to provide access as well as excellence in educational programs and services, teaching, academic standards and an appropriately attractive learning environment, funding for community colleges will not only need to be restored at 1977 levels but augmented to meet the needs of population and enrollment growth and the need for educational program development.

Recommendations:

As fiscal resources expand, the third priority for institutional planning should be to extend existing programs and to develop new programs which are responsive to demographic, socioeconomic and technical change at the district and local college level.

At the same time, programs and services with diminishing demand or need should be phased out or consolidated.

Along with program expansion and development, full consideration should be given to the equipment, facility, and personnel support needs required for successful implementation.

9. Conclusion:

Community colleges, in cooperation with secondary schools, adult schools and occupational centers, proprietary schools, public and private colleges and universities, and the business/industry sector, provide a multipurpose, locally responsive postsecondary institution which provides access for residents to higher education and occupational entry or advancement. Investment in their support yields both a public and private benefit to taxpaying residents.

Recommendations:

The mission and multiple functions of community colleges should be made clear to legislative representatives and community

constituents. The communication networks of community colleges, both locally and statewide, should increase their efforts to inform state and local leaders as well as local communities about community colleges and their purposes and educational resources.

At the same time, efforts to establish effective liaison activity between community colleges and other educational providers and local business, industry and labor agencies should be evaluated, structured purposively, and expanded.

The work of the Committee was divided among six subcommittees. Four subcommittees collected data and developed recommendations regarding needs assessment, mission and functions (including the impact of educational needs on educational programs and services), fiscal mechanisms, and resource needs; another subcommittee critiqued those recommendations, while a sixth subcommittee oversaw the integration of materials and prepared the written reports.

Discussion of Committee findings, observations, and recommendations will be presented in five sections, as follows:

1. An Assessment of Educational Needs,
2. The Community College Mission and Functions,
3. The Direction of Change in Educational Programs and Services,
4. Resource Needs, and
5. Summary and Final Conclusions

An Assessment of Educational Needs

Population growth. The population of the District grew 9% from 1970 to 1980, compared to a 6.3% growth for Los Angeles County (SCAG, 1982). The projected population of the District in 1984 is 4,510,717 and in 1988 it is 4,731,745. Growth within the District will be increasingly dependent on housing density and replacement, and on transportation support.

Enrollment growth. At a typical 3% participation rate (percent of students within the population), District enrollment could grow to 145,820 in 1984 and 152,970 in 1988. Factors influencing enrollment growth include changes in the participation rate, currently below the 1980 statewide average of 5.6%, enrollment ceilings, and the availability of alternative educational providers.

Change in ethnicity. Between the 1970 and 1980 census periods, the white population of the District fell 17%, dropping from a 59% majority to a 45% plurality. The largest increase was among Asians, rising 165% during the same period; their proportion of the District population grew from 3% to 7%. Growth

among Hispanics was also high, at 63%; their proportion of the population rose from 21% to 31%. Blacks increased in number by 10%, although their proportion remained stable at 15%.

District enrollment varies by ethnicity. In 1982, Asians were 12% of enrollment, blacks and Hispanics each 24%, and whites 37%; 3% belonged to other ethnic groups. Participation rates were clearly higher among Asians and blacks than among Hispanics and whites. Based on these participation rates and projected population growth by ethnicity, Fall 1988 estimated enrollment would be 16% Asian, 24% black, 29% Hispanic, 28% white, and 3% other.

Variation in ethnicity among communities served by colleges continues to be extreme, and this variation shows up in dramatic differences in the ethnic distribution of enrollment among District colleges. Fall 1982 enrollment was 97% black at Southwest, 65% Hispanic at East, and 68% white at Pierce; the largest proportion of Asian enrollment was City's 22%. (LACCD Annual Reports, 1982). These general patterns are expected to persist, although very high concentrations of a single ethnic group should somewhat diminish.

Much of the rapid change in ethnic distribution may be attributed to immigration patterns, particularly among Asians and Hispanics. These immigrants usually speak a native language other than English. Among the 1980 adult population (18 years or higher) of Los Angeles County, 21% spoke Spanish in the home and 10% a language other than English. Of non-native speakers, 33% spoke no English (U.S. Census, 1980).

Change in age. While longer life spans and lower birth rates contribute toward a general rise in median age, differences among ethnic groups suggest that on balance, the median age of District residents will not change much through 1989. The higher median age of whites, which are decreasing as a proportion of the population, will be offset by the lower median age of other ethnic groups, particularly Hispanic, which are increasing proportions of the population.

Variation in age by ethnicity can be illustrated by 1980 census data for Los Angeles County. While children under five years of age were 7% of the population, among Hispanics they were 12%, among blacks and Asians 8%, and among whites 5%. Conversely, adults 65 years of age or more were 15% among whites, compared to an average of 10% in the population.

Again, variation in residential location among ethnic groups will affect age distributions of enrollment among colleges. For example, while the 1980 median age for Los Angeles County was 30 years, it was 24 years for East Los Angeles, 26 years for Watts, 29 years for Northridge, 33 years for Van Nuys, and 48 years for Park La Brea.

The enrollment of students under 25 years of age averaged 50% in 1982. This proportion, however, varied from 59% at Pierce and 56% at East to 31% at Mission and 43% at West. These differences reflect not only age and ethnic variations in service area populations, but differences in college program emphases and resources. Nevertheless, some shift in college age distributions can be expected to result from changes in local populations.

Educational level. Census data for 1980 indicate that 33% of the District's population 17 years of age or older have fewer than 12 years of education (high school completion). This proportion varies from 15% of the service area for West and 16% for Pierce to 50% for East and 43% for Southwest.

The proportion of freshmen (completion of 30 units or fewer, and including students with less than high school completion) enrolled in District colleges has risen slightly in recent years, from 66% in Fall 1978 to 73% in Fall 1982; there has been a corresponding drop in sophomores (completion of 31-60 units). The proportion of continuing education students (completion of more than 60 units) has remained stable at 11% to 12% during the past five years.

Educational level varies substantially among colleges. Freshmen were 83% of Fall 1982 enrollment at Trade-Tech and 65% at West. Students above the sophomore level were 17% at West and 5% at Southwest.

Quite apart from class standing based on units earned, preparation for college-level academic study has been declining. Nationwide, the Scholastic Aptitude Test (SAT) scores for high school seniors intending to enroll in college have steadily declined from 1968 to 1980, with verbal scores falling over 40 points and mathematics scores 26 points (CPEC, 1983). Over 50% of community college students demonstrate mastery of academic skills far below the 13th grade level; average reading ability is at the sixth grade level and mathematics ability at the fifth grade level (CPEC, 1983; Akers, 1981).

While improvements in high school standards of achievement are developing, effects on community college student preparation will be gradual, with the need for strong remedial programs continuing through 1988. A related need for English as a Second Language (ESL) programs will also continue if immigration patterns persist.

A number of alternative educational institutions (adult schools, occupational centers, and proprietary schools) provides remedial education for adult students. Within the District, however, alternative opportunity varies. As remedial needs increase, the shared educational responsibility among providers should be reassessed and defined.

Similarly, the means of providing continuing education are expected to vary, with community colleges cooperating with other institutions to meet local needs and interests.

Economic change. Cyclic fluctuations in the economic health of the Los Angeles area are likely to continue, as changes in monetary values, interest rates, deficit spending, international trade, and employment opportunities occur nationally. In Los Angeles County, the unemployment rate rose from 5.5% in 1979 to 10.9% in the first quarter of 1983, the worst labor market conditions in the area since the Depression (EDD, 1983). Recent economic developments, however, indicate that recovery will gain in strength through 1984. In November, unemployment in Los Angeles County dropped to 7.8%, the lowest in 23 months (Los Angeles Times, December 3, 1983).

Factors contributing to economic growth include the presence in the County of high growth industries (computer technology, electronics, aerospace and finance) and growth in trade with Pacific Rim countries (SCAG, 1982). In addition,

Southern California's physical and social amenities are expected to attract large numbers of in-migrants, as the population continues to shift from frost-belt to sun-belt areas and as Asian and Hispanic immigration continues. Population growth, however, will continue to exceed employment growth through 1984 (EDD, 1983).

Family income will continue to show extreme variation, with the pattern of variation persisting. Median family income among Los Angeles County residents in 1980 was $21,135, while among Asians it was $27,103, among whites $28,554, and among blacks and Hispanics $18,057 (U.S. Census, 1980). Within the District, 1980 median income averaged $23,120, but was $11,654 in the area served by Southwest, $16,472 in the area served by East, and $31,142 in the area served by Pierce; predominant enrollment at Southwest in 1982 was black, at East it was Hispanic, and at Pierce, white. Upward mobility, however, may be less promising among whites than non-whites.

Employment. The diversity of business and industry in the Los Angeles area, coupled with a large and varied workforce, have been generally beneficial to employment opportunities. The high, 9.3% unemployment rate for the County in 1982 was nevertheless lower than the 9.9% average for the state and the 9.5% rate nationwide. Los Angeles supports very large garment, entertainment, and aerospace industries, along with strong activity in business, finance, and tourism.

For the first time, in 1982, the manufacturing industry fell to the second largest employing industry in Los Angeles County, behind services. Loss of employment in 1982 was 7% in the durable goods and 3.7% in the non-durable goods sectors, with construction trades experiencing the greatest decline, at 14%. A relatively strong aerospace industry, providing 25% of manufacturing jobs in the County, helped to sustain employment in manufacturing (EDD, 1982). Employment in construction, particularly in non-residential building, is expected to rise as money markets loosen.

Service industries were the only sector to show continued growth, though at a slower rate, during the general 1980-82 recession. Business and health services provide half of the employment in services, with growth in business services particularly strong. Employment in educational services has declined as a result of budget cutbacks in education, but is expected to rebound with economic recovery.

Professional and technical workers as a whole withstood employment declines in 1982. As a group, their unemployment rate was 3.3% compared to an average of 8.7% for the County. This group includes accountants, architects, computer specialists, engineers, chemists, physicians, nurses, teachers, drafters, electricians and electronic technicians, and surveyors. White collar workers in general resisted employment declines better than blue collar workers.

Although unemployment was high and plant closures frequent in 1980-82, employers reported a shortage of skilled workers. For example, a 1981 survey conducted by the American Electronics Association showed a need for 140,000 new technical paraprofessionals in electronics and computer science by 1985.

The impact of developing technologies on employment is likely to be greater on job definition within existing industries than on job creation. The Bureau of Labor Statistics reports that while high-tech industries will grow rapidly, they currently provide just 6.2% of jobs nationwide and are expected to comprise no more than 6.6% of jobs by 1995 (USA Today, November 16, 1983). Still, the rapid conversion from worker- to equipment-intensive procedures in manufacturing, health services and business operations will affect patterns of employment. Widespread use of automatic tellers, computer billing and payroll services, word processing, robotic assembly, laser scanning, computer-aided design, microwave and telstar have resulted and will continue to result in employment loss and/or change. Technological advances will influence occupational roles, as economic growth moves from dependence on industrial production to reliance on knowledge and information systems (Naisbitt, 1982; LATTC, 1982).

One of the possible outcomes of the transition to an information-based economy is the increasing polarization of a small proportion of highly skilled workers and a large proportion of unskilled workers, with semi-skilled workers, artisans and craftspersons diminishing in proportion. Growth in the absolute number of jobs is expected to be greatest among relatively low-skilled workers: custodians, office workers, salespersons, waiters and waitresses--occupations which are worker-intensive but low-paid. Competition for highly skilled positions with better pay can be expected to increase, and the demand for education and training intensify.

Growth in low-skilled, low-paid job opportunities is not expected to affect community college vocational programs as it will secondary schools, occupational centers and proprietary schools; these occupations will necessitate little if any postsecondary training. Growth in occupations which require the application of new technical knowledge and procedures, however, will depend a great deal on the development of community college programs. Technical training is particularly well suited to community colleges because they are local and can tailor programs to local needs; they emphasize application rather than theory; they are flexible, providing both short-term and two-year programs; and the training they provide offers students substantial occupational opportunity.

Social change. The social, political and economic interdependence of local, state, national and international systems is expected to result in increasing centralization of business and government. Political participation, however, will rally around large issues with sizable constituent alliance and support. The use of referendums and initiatives is likely to increase (Naisbitt, 1982).

Communities, though, will retain distinct identities in spite of shopping malls and chain retail and food service outlets. In Los Angeles, typically low in residential density for an urban area, some communities are expected to grow in density and become centers for smaller, adjacent communities. In addition to downtown Los Angeles, large centers within the District are expected to include Beverly Hills, Century City, Hollywood, mid-Wilshire and the Miracle Mile, Westlake and Westwood. Moderately sized centers are projected for Crenshaw, Culver City, East Los Angeles, Huntington Park, Inglewood, Marina del Rey, San Fernando, San Pedro, Sherman Oaks, Sunset Strip, Thousand Oaks, Van Nuys, Warner Center/Canoga Park, and Westchester/Airport (SCAG, 1982).

Families will include many single-parent households, and households of non-related individuals. Migration and the break-up of the extended family, along with urban size, diversity and rapid change, may increase the sense of isolation for many individuals. At the same time, cultural heterogeneity and individual independence encourage the expression of personal preferences and a variety of forms for social interaction. Naisbitt (1982) discusses assorted ways in which high tech is compensated for by high touch involvement in groups, personal choices, and concerns for social and individual values. Increasing interest in mental and physical well-being and in avocational pursuits is likely to continue.

Values which support individualism and equality by sex and ethnicity are expected to develop further, with full integration increasingly dependent on dominant standards of performance (Los Angeles Times, December 11, 1983). Wide variation among peer and social groups will nevertheless continue, with hostility among competing ethnic and immigrant classes prevailing and perhaps increasing (Enzer, 1982).

Educational needs. What are the educational needs of potential District students, given demographic, economic, technological, employment and social trends? They are many, they are diverse, and they are increasing.

Educational needs range from remediation and acculturation to transfer and/or occupational preparation and continuing education. All of these needs may be partially met by alternative educational providers: adult schools, occupational centers, proprietary schools, colleges and universities. None of them can be substantially met without the balanced curricula of community colleges. While some specific programs are unique to community colleges in some locations, the distinctive feature of community colleges is the breadth and scale of their programs which are responsive to local needs not met by alternative providers.

While community colleges developed out of the different needs of both secondary schools and higher education, they are certainly more than an augmentation of either. They are unique institutions which offer initial and recurrent post-secondary education to local residents. No other educational institution claims these functions as central purposes. Although two-year transfer and preparatory occupational programs are mainstays of the community college curriculum, remedial education is essential to access, while continuing education serves occupational, social and personal needs.

Projections of enrollment growth are based on a stable participation rate among a growing population; this assumes that the scope and functions of alternative providers will remain essentially the same. Within this projected enrollment growth, the following trends in educational needs are anticipated during the 1984-89 period:

1. The need for transfer education will begin to increase, as larger numbers of minority students aspire to the advantages of baccalaureate education, but are less able than whites to enter baccalaureate institutions. Transfer goals are expected to remain high and stable among entering, full-time white students. Asians, who have shown high community college enrollment increases, are expected to be particularly transfer-bound, as patterns of their enrollment in higher education indicate.

Support services, designed to accommodate the various needs of transfer students, will need to be developed and expanded.

2. The need for vocational education leading to job placement will increase slightly overall, as low-income students enter the community colleges seeking skills for job entry. A shift toward technical rather than trade skills is anticipated, in response to employment trends and the presence of local occupational skills centers.

   Diagnostic aptitude testing, career advisement, and job placement services will need to be supported and somewhat expanded.

3. The need for reentry and retraining will continue to increase, as life goals and employment opportunities change at a more rapid rate than in the past. Educational goals will include both transfer and occupational preparation and advancement. Most of these students, typically older than matriculating or high school graduate students, will need to attend part-time because of job or household commitments.

   Support services, such as skills assessment and career counseling which are specifically designed for the needs of reentry and retraining students, need to be developed.

4. The need for pre-collegiate development of basic cognitive skills will remain and continue to expand, as the combined resources of high schools, adult schools, occupational centers and community colleges together struggle to meet the demand. The emphasis in community colleges will be on preparation for study in regular transfer and occupational programs.

   The need for comprehensive programs of assessment, placement, and follow-up will continue to increase.

5. The need for and interest in continuing education oriented toward personal and social development will persist and expand, particularly among older and educated residents. Demand will increase with the need to cultivate leisure and avocational interests and to adapt to rapidly changing social conditions. A number of alternative providers share in meeting these needs. While courses within the regular community college curricula will continue to attract continuing students, needs will be increasingly met through community services programs.

   The need for program information and advisement will further expand.

6. The need for part-time enrollment will continue, with the ratio of part-time to full-time students remaining at about 3:1. Part-time enrollment will be most typical among older students, but also necessary for many younger, entering students who must work full- or part-time.

   The need for faculty, however, will be nearly as great for full-time as it is for part-time students. At an average of 15 units taken by full-time students and 6 by part-time students, the ratio of faculty serving full-timers to those serving part-timers would be about 5:6.

Although the proportion of part-time enrollment is not expected to grow, the additional number of part-timers will increase the volume of support services required.

7. The growing diversity of educational needs, goals, and academic preparation among community college students will prompt more specific development of curricular "packages" or "streams" designed to meet the common needs of different groups of students.

   Short-cycle and recurrent educational needs will increase, and require alternative delivery systems, including contract and cooperative education with local business and industry.

   At the same time, common learning needs will increase with diversity. Strong general education programs which emphasize shared values and traditions are needed for matriculating students.

   Advanced planning is necessary in order to adequately prepare curricular components and to develop appropriate support services. Utilizing trend data, needs can be anticipated and incorporated into curricular planning.

8. Enrollment growth and rising student and curricular diversity will require somewhat different support services, as well as some overall expansion of them. As funding permits services to be restored and augmented, adequate and appropriate staffing will be particularly critical in libraries and learning resource centers, counseling and advisement, admissions and records, financial aids and Extended Opportunity Program and Services, and job placement.

9. Facility maintenance, alteration and development will be needed in order to complete unfinished campuses, restore, replace or remodel buildings on campuses, or expand campuses. Needs are acute, not only because of anticipated enrollment growth and curricular change, but also because funding over the past several years for facilities maintenance and development has been markedly inadequate.

10. The need for computer processing of information has already surpassed resources, and will become more extensive as the utility of data processing for management, record keeping, information systems, and instruction is further recognized.

Enrollment growth will vary among District colleges. Planning will need to consider optimum enrollment levels, given differences in college facilities and service area demographic change.

Staffing needs. As funding is restored, the immediate need to replace staff vacancies will be urgent, with vacant positions since fall 1982 numbering about 225 among faculty, nearly 500 among classified staff, and 30 among administrators. Nevertheless, it will be important to determine what organizational changes can be made to improve operational efficiency and to meet the changing

needs in educational programs and services. Optimum use of computer systems and contract services must continue to both replace and supplement staff services, while the need for personal contact and judgment must be recognized and supported.

Changes in staffing are subject to a number of constraints: collective bargaining agreements, tenure, leave policies, affirmative action goals, selection and evaluation procedures. In the aftermath of staff reductions, a thorough analysis of staff needs will be essential to achieving planned changes in educational programs, student services, and institutional support.

In Fall 1982, excluding hourly faculty, regular faculty were 39% of District personnel, while administration was 3%, other certificated staff 5%, and classified staff 53%. Because classified employees are a majority of permanent staff, change in their organization and staffing patterns will be critical to modernizing operations. Technological change makes it clear that operations cannot continue to function as in the past; the consolidation of related functions and the acquisition and use of computer-systems will need to be carefully studied. Recent staff reductions have been unsettling at best, but as funding is restored, the District will have a rare opportunity to restructure operational and support staff. Nevertheless, current shortages among maintenance and clerical staff must be addressed immediately, while the need for paraprofessional and technical support staff is expected to increase.

Regular faculty are the next largest group of permanent District employees. In spite of a retirement incentive implemented the last two years, the median age of faculty is 48 years; about 300 or 14% of faculty are 60 years of age or more. Replacement needs will increase as these faculty retire, while the need for additional faculty will also increase as changes occur in the curriculum and as enrollment expands with population growth.

Within administration, there is a need to restore planning and resource development functions in order to prepare for and better support change.

Affirmative action goals will play an important role in staff additions and replacements. While progress toward goals has been substantial, with minority faculty increasing 85% between 1974 and 1982, ethnic shifts within the District's population indicate an increasing need for minority faculty. Among classified staff, minority representation is generally consistent with ethnic distributions of the population, although the dominant employment of women is in clerical positions.

It is doubtful that reorganization, attrition, replacement and new hires will meet perfectly changing needs. An ongoing program of faculty and staff in-service and retraining will be necessary to adequately accommodate educational and institutional needs. Essential to staff development is an effective system of program and performance evaluation. The District's investment in professional staff must be supported by adequately funded development programs.

The Community College Mission and Functions

Mission. The mission of community colleges was conceptualized by the 1960 Master Plan for Higher Education and subsequently legitimized by the Donahoe

Act of 1961. This plan divides the responsibility of providing access to higher education by each of three segments. Access to the University of California (UC) and to the California State University (CSU) systems is limited by fee charges and eligibility requirements for admission. The California Community College (CCC) system is obligated to provide access without charge to all state residents 18 years of age or older, or high school graduates, who are capable of benefitting from the instruction offered.

The master plan's emphasis on access is expressed in the Education Code (Section 66201):

> It is the intent of the Legislature that each resident of California who has the capacity and motivation to benefit from higher education should have the opportunity to enroll in an institution of higher education. Once enrolled he should have the opportunity to continue as long and as far as his capacity and motivation, as indicated by his academic performance and commitment to educational advancement, will lead him to meet academic standards and institutional requirements.

While eligibility requirements were designed to limit UC enrollment to the top eighth of high school graduates, and CSU enrollment to the top third, enrollment in community colleges was open. In actuality, the proportions of high school graduates enrolling in California colleges and universities in 1980 were 6% UC, 9% CSU, and 43% CCC (CPEC, 1982a). Many graduates eligible to attend the UC and CSU systems attend community colleges for reasons of convenience, low cost, or preference. Access to higher education through community colleges can be partially demonstrated by the larger proportions of minorities, except Asians, entering the CCC system than the UC or CSU systems. Purposes for high school graduate enrollment in community colleges, however, vary from transfer objectives to preparation for occupational entry, or career/major exploration.

Just as the name "junior college" has given way to "community college," suggesting a broader definition of access to higher education, "higher education" has been converted to "postsecondary education," or all education beyond high school. In 1973, the California Legislature issued A Report on the Master Plan for Higher Education, which resulted in a series of studies published as Postsecondary Alternatives: Meeting California's Educational Needs.

The emphasis in these studies was on the non-traditional needs of adults for postsecondary education. Most of the reports, however, were published in 1975, the year Governor Edmund G. Brown, Jr. imposed the first "cap" on community college enrollment growth.

Support for lifelong learning and basic skills literacy quickly waxed and waned, as public costs, given current funding mechanisms, soared well beyond resources. Under the alternative rubric of excess or access, community college funding was cut, reinstated or expanded year-to-year. The combination of Proposition 13 (1978) and economic recession (1980-82) clearly led to concerns over excess rather than access.

While anxieties derived from economic problems, they led to fundamental questions of access for whom, and to what educational purposes. The multiple functions of community colleges have been increasingly subject to critical review; their clarification is necessary to an evaluation of the community college mission.

Functions. The Master Plan for Higher Education broadly defined the functions of community colleges as lower-division transfer and general education, occupational education for job entry and advancement, guidance and community services. The statement adopted by the Los Angeles Community College District Board of Trustees is perhaps typical of statements developed by districts in response to the Master Plan:

> Educational Philosophy. It is the conviction of the Los Angeles Community Colleges that each individual should have the opportunity to develop to his greatest potential. To that end, it is the function of the colleges to provide for the members of the community learning experiences which will assist them to live effectively as workers, family members and citizens.
>
> Functions of the community colleges are as follows:
>
> Occupational. An occupational education program planned to offer the student basic, business, technical and professional curricula to develop skills which can lead to employment and job advancement.
>
> Transfer. A college transfer program which enables the students who complete two years of study to continue upper-division (third year) work at accredited four-year colleges and universities.
>
> General Education. A program of general education comprised of planned experiences which develop knowledge, skills, and attitudes necessary for the student to be effective as a person, a family member, a worker, and a loyal citizen.
>
> Guidance. A guidance program incorporating vocational, educational, and personal counseling to assist the student in the selection and pursuit of a life work compatible with his interests, aptitudes, and abilities.
>
> Community Services. A program of community services offered to meet the cultural, educational, and vocational needs of the community.

Inherent in the 1960 master plan was the expectation that the transfer function of community colleges would provide access to higher education for all residents, while relieving the UC and CSU systems of large, anticipated lower-division enrollments through 1975. At the same time, high eligibility requirements of the university segments would retain for them the most competent matriculating students entering as freshmen. This immediately suggests that academic deficiencies of entering community college freshmen be corrected by community college instruction. The remedial function emerged as a necessary adjunct to transfer and occupational education.

The early development of community colleges as extensions of high school programs in occupational and adult education, as well as preparation for transfer, fostered the image of community colleges as local institutions serving the educational needs of local adults. The high part-time enrollment that can be expected of adult students has been a continuing aspect of community college attendance patterns; in 1955, two-thirds of enrollment was part-time (Callan, 1983).

The two-year programs typical of community college curricula reflect not only the thirteenth and fourteenth grades extending from high school, but the lower-division span of colleges and universities. Both models anticipate full-time enrollment persisting through the two years. Recurrent and high part-time enrollment, as well as wide diversity in the educational goals and academic preparation of students, clearly contradict the expectations of the dominant, two-year curricular pattern (Sheldon, 1982; CPEC, 1981).

The traditional thrust of two-year community college programs in transfer and occupational preparation has remained, with program approval dependent on a two-year sequence of recommended courses. Community colleges have accommodated short-cycle educational goals and part-time enrollment patterns by developing options and shorter certificate curricula within these two-year programs, and by developing elective or prerequisite courses which may be utilized to meet program requirements.

A number of factors, discussed in the needs assessment section, has contributed to increasingly large proportions of community populations who need basic academic skills in order to succeed in preparatory studies, or who need continuing education to remain current as workers and citizens. Pre-collegiate and continuing education, representing opposite extensions of two-year transfer and occupational curricula, accounts for much of recent community college enrollment growth.

Persistent ambiguity with regard to the community colleges' responsibility for developmental and continuing education functions appears to underlie much of the recent discussion of community college mission and functions (CPEC, 1981; Breneman and Nelson, 1981; Cross, 1981). Even critiques of transfer or vocational education in the community college involved their "dilution" by other curricular objectives (Kissler, 1982; Pincus, 1980; Wilms, 1980).

Attempts to clarify the scope of community college developmental and continuing education are not new, but have accelerated. Recent studies include the Legislative Task Force on Adult Education, the 1982 California Postsecondary Education Commission's (CPEC) study of remedial education, Promises to Keep, and the course classification system implemented by the Chancellor's Office for California Community Colleges.

As funding problems increased, the Legislature acted to define community college curricular excess as avocational and recreational courses. In 1982-83, the community college budget was cut by $30 million by reclassifying such courses as non-reimburseable.

The scope of community college functions remains stubbornly inexplicit because of extreme differences in educational needs and in alternative educational providers which exist among communities. Clarification may only be realistic at the local level, in cooperation with other providers.

At issue is the extent to which community colleges should be responsive to local educational needs or interests. In a testimony to the Assembly Special Committee on California Community Colleges, Patrick Callan, Director of the California Postsecondary Education Commission (CPEC), observed that:

> A somewhat different perspective from which to view the community college mission is from the linkages that the colleges form with other segments of our society. There are linkages with high school districts in terms of the remediation function that colleges provide, in the articulation of recent high school graduates into the first two years of the college curriculum, and in basic adult education functions. There are ties to four-year institutions in terms of the transfer and reverse transfer of students. Business and industry provide critical linkages for the development of vocational programs for job training, skills upgrading, contract education, and apprenticeship programs. Finally, linkages with the local community are provided in terms of civic, cultural, and general education courses and community services and events.

It is the conviction of this Committee that the mission and functions of community colleges should remain comprehensive, offering a balanced curriculum responsive to local needs and educational resources. This conviction is not based on a desire to preserve the status quo or to resurrect the past. The need for change is fully recognized, but that change should not be the lopping off of functional extensions critical to the educational needs of local residents.

What is necessary to the clarification of mission and functions is the development of statewide and local priorities. With the establishment of priorities, state agencies and colleges can respond to changing fiscal and environmental conditions without dramatic surprise and hasty adjustment. The Board of Governors of California Community Colleges has recently developed a set of priorities which is currently under discussion. These recommended priorities are:

1. California community colleges provide open admission opportunities to all adult California residents, without regard to race, ethnic or national origin, sex, age, disability, or prior educational status.

2. Opportunities for individual enrollments in specific courses and programs are to be determined by evaluation of student readiness and willingness to learn.

3. Community colleges should achieve instructional excellence and program balance.

4. Community college districts will provide high quality transfer programs which are carefully and continuously articulated with the senior institutions and the high schools.

5. Community colleges prepare individuals for gainful employment through the following programs:

   (a) Two-year vocational/technical programs leading to AA/AS degrees which include essential skills and general education;
   (b) Short-term certificate programs leading to early employment and for continuing/reentry education; and
   (c) Joint programs with business, industry, labor and government (such as Joint Apprenticeship, California Worksite Education and Training Act (CWETA), Investment in People, cooperative work experience, and contract instruction).

6. Guidance and support for students are an essential function of community colleges, including

   (a) assistance in matters of financial aid, placement, and program selection;
   (b) academic and career counseling;
   (c) monitoring students on probation;
   (d) articulation with high schools and senior institutions; and
   (e) coordination with the college's instructional programs.

7. Relevant programs of remediation should be required for all students who need preparation for successful learning in community college-level courses and programs.

8. Continuing and community education programs should effectively respond to such state and local needs as

   (a) adult basic education;
   (b) English as a second language;
   (c) general education; and
   (d) education for citizenship.

9. Community colleges should respond to unique local needs by offering the appropriate community services.

The interdependence of these priorities is obvious, so that in order to provide access and program balance, all functions need to be provided. The emphasis local colleges place on remedial, transfer, occupational or continuing education must vary with local educational needs.

Recently (December 9, 1983) the California Community College Board of Governors adopted a revised statewide mission statement, which extends and further specifies community college functions; these include:

Transfer education,
Vocational education,
Associate degrees,
Certificate programs,
General education,
Student services,

Remediation and basic skills,
Continuing and community education,
Joint programs, and
Community services.

In this statement, the Board reaffirmed the need to establish priorities:

> The Board recognizes as a primary responsibility the setting of statewide priorities and the ensuring that these priorities are incorporated in the plans of local districts with district responses to them evaluated by the Board of Governors. In this way, the statewide mission statement can be used for evaluation and planning and to assist the Board in carrying out its responsibilities for leadership and direction.

The Committee views transfer and occupational preparatory programs as the heart of the community college curriculum, with remedial and continuing education extensions of them, necessary but variable among colleges and with changing conditions.

In this District, systematic program review and trend data are used to evaluate and plan for programmatic changes. Changes in educational programs are prioritized or ranked, both for expansion and reduction. The implementation of change is largely but not wholly dependent on resources, personnel considerations, and contractual responsibilities. Planning requires vision and purpose as well as continual reassessment, resource development, and fiscal management. Nonetheless, major changes and the continuous revision of programs and disciplines require long-term planning and an evaluation of interrelated effects and resource needs.

The Direction of Change in Educational Programs and Services

Evaluation and planning objectives. A commitment to access dictates several changes in emphasis within educational programs and services. The under-preparation of many entering students will persist, as the general trend toward out-migration of whites and in-migration of minorities continues in the District through 1988. This trend will bring with it an increasing proportion of students with limited English skills and inadequate high school preparation. As access institutions, community colleges will "pick up the slack" from oversubscribed adult schools, high-cost proprietary schools, and public four-year institutions with rising admission requirements and substantial enrollment fees. The need for community college pre-collegiate instruction is expected to gradually abate as support for high school academic improvement continues, and as alternative providers share in the responsibility for remedial education.

Quality will become an important issue. The need to maintain or raise the academic or skill requirements within regular programs will result from stricter articulation agreements for transfer curricula and a higher technical level of instruction in occupational education.

Excellence, given access, is likely to be far different from access, given excellence. This distinction is an important one, since a commitment to excellence first and access second could well condition access for whom. The

Committee's first commitment to access shapes its commitment to excellence. Standards of excellence must be specifically defined at all functional levels of community college programs and services.

Increasing attention must be given to identifying the public and private benefits of community college educational programs. While studies of economic impact and rates of return on associate degree completion need to continue, essential data should link educational programs and services to direct student outcomes: improvements in retention, grade achievement, placement and transfer.

Community colleges must retain their image as strong teaching institutions. Studies repeatedly document the high regard students have for community college instruction (LACCD Student Surveys, 1978, 1980, 1982; Sheldon, 1982). Recent attrition among regular faculty as a result of budget cuts, and the increasing demand for instructors prepared to teach in developing fields, have created an urgent need for both the retraining of existing faculty and the hiring of new faculty.

The objectives of access, quality and accountability will be major themes in the planning and evaluation of community college functions.

The transfer function. The number of students in the District who transferred to UC and CSU systems declined from 4,990 in 1973 to 3,430 in 1982, a drop of 31%. Enrollment over the same period increased 25%.

In order to study the status of transfer education in the District, Chancellor Koltai established a commission on transfer education in 1981. The Report of the Commission on Transfer Education (LACCD, 1982) recommended the implementation of assessment and placement, more specialized counseling and advisement for transfer students, revisions in transfer and general education curricula, and improvement in articulation.

The development of stronger transfer programs and support services has been gradual, as colleges have utilized diminishing staff resources to implement Commission recommendations. Attention to the transfer function has nevertheless improved the quality of student performance in all areas.

Project ACCESS (Action for Community College Enhancement of Student Success) has provided the vehicle for assessing and placing students at many colleges (three colleges in 1982; six in 1983). This system also provides for the identification of students' educational goals and needs for support services, counseling and advisement, and follow-up evaluation and further counseling support. A computerized information system supports counseling and evaluation. Because of the value of standardized assessment and placement, as well as use of the information system, it is probable that all District colleges will soon utilize Project ACCESS, even though functional, alternative assessment and placement programs have been implemented by colleges not using the Project.

Colleges have established entry requirements for English courses, as well as for many other transfer-level courses. Individual departments are assessing students for proper placement in introductory and advanced courses. Appropriate prerequisites are under study by each college to insure retention and articulation.

Curricular design must form the basis of effective transfer programs. Students who have completed course work tailored toward meeting the requirements for transfer have also been successful, once transferred, in competing with the native university student. Improvements have been made in restructuring general education curricula for transfer students, with some attempts to integrate general education requirements into a core curriculum. Better advisement systems regarding major requirements and electives at each university have been implemented.

Articulation agreements with UC and CSU system institutions have been in place for several years, but have remained burdensome because of the length of time needed to complete agreements. Improvement is being sought by establishing course equivalence between community colleges and transfer institutions, and by increasing college and university liaison. Plans are being formulated to closely articulate at the departmental level with high schools and transfer institutions within college service areas.

Improvements in transfer education are expected to continue, particularly with restorations in funding which will permit further development of curricula and support services. The rate of decline in numbers of transfer students has already begun to slow, with UC transfers actually increasing in Fall 1982.

The need for and interest in transfer education are expected to expand throughout the decade, as students recognize the advantages of baccalaureate education in competing for jobs in information-intensive occupations, and as they acquire the necessary skills for successful transfer.

The vocational function. The two-year associate degree in occupational preparation remains distinct from the traditional vocational orientation of high schools, occupational centers, and proprietary trade schools which primarily focus on training and specific job skill development. Emphasis in community college two-year programs is on the integration of general education with the development of competence in specific and related occupational fields. Prerequisite skills and post-graduate licensure examinations in many occupational areas also contribute to the high competency standards of occupational programs.

The overall development of associate degree occupational programs will increasingly emphasize those occupations which afford the greatest opportunities for job placement, salary advantage, and career advancement. Major areas will be in business, health services, and technology, with particular emphasis on the impact of applied technology across the occupational curriculum. While computer science and electronics will continue to grow, they will also diversify and extend to other, related disciplines. The initial development of technological programs will be within existing programs, with new programs developed as clusters of new technical applications become distinct curricular entities.

The District already has a number of two-year and certificate technical programs which need to be expanded and updated: electronics and electrical engineering, computer science and data processing, nuclear medical technology, solar energy technology, aviation maintenance and electronics technology, cable technician, quality and numerical control, microwave, diesel technology, computer-assisted drafting and word processing.

The demand for these programs has increased rapidly, with efforts to meet the demand often makeshift. Circuitry and air conditioning problems often occur with the addition of electronic equipment installed in general classrooms; the maintenance and compatability of computer and electronic equipment are frequent problems.

Further development of new technological programs has also been stalled as a result of budget reductions. Los Angeles Trade-Technical College has developed a master plan for the development of high-tech programs, which includes revised programs in electronics and electrical engineering; new programs in computer-assisted manufacturing and design, genetic engineering and laser technology; and component applications for pre-entry and contract education (LATTC, 1982). Trade-Technical is expected to play a leadership role in the development of two-year high-technology programs and options within the District.

Also important to the development of high-technology programs in the District is contract education with business and industry. In Fall 1980, Chancellor Koltai spoke of the need to enhance technical education in his State of the District address. In Spring 1981, the Board of Trustees authorized a feasibility study of options for strengthening technical education within the District. This study (LACCD, 1981) resulted in the creation of the Office of High Technology, responsible for coordinating specially-funded and private contracts for training programs in high technology. Considerable contact with business, industry, labor and government leaders, both through the study and in the implementation of programs, has enhanced the development of programs responsive to industry needs. The Office was recently expanded to include the administration of Vocational Education Act (VEA) programs in addition to contract and specially-funded vocational education, and is now called the Office for Occupational and Technical Education.

The need for short-cycle, recurrent training and retraining programs is expected to expand, in response to the impact of technological developments and rapid change in patterns of work. Community colleges must anticipate these needs and develop component curricular packages that can be utilized by industry.

Both credit and non-credit packages need to be developed, with credit courses modularized to accommodate short-term schedules. The use of computer-assisted and computer-managed instruction should be encouraged, with appropriate software materials acquired which support classroom and laboratory instruction.

Through the Office of High Technology and the colleges, a number of specially-funded and contract education programs have been developed and implemented for workers and displaced workers over the last two years. Agreements with the State of California, under the California Worksite Education and Training Act, Employment Training Panel, Investment in People, and Job Training Partnership Act, have provided more than $14 million in funding for worker training. Programs have included instruction in computer science, electronics, office automation, microwave and cable technology, computer-assisted design, computerized numerical control machining and other technical applications.

The growing partnership with business and industry will play an important role in the development of vocational education, contributing to both the currency of instruction and the development of delivery systems responsive to industry needs. Legislation concerning worker training programs, however, needs to recognize and support the curricular development costs of short-term training projects.

Growth in short-cycle vocational programs is expected to exceed growth in two-year programs through 1988, because of the large number of employed workers who need training compared to job openings for new employees. Community college programs will be particularly valuable to small and medium-sized companies which do not have internal training programs.

Results of the Fall 1982 Student Survey indicate that 42% of respondents enrolled to acquire vocational skills; of these students, 56% were preparing for job entry, while 44% sought to improve skills or advance in their current occupation. Over the past ten years, certificate awards have increased 146%, while associate degree awards fell 28%--an indication of expanding needs for short-cycle programs.

The major thrust in vocational education, however, will continue to be in associate degree programs. As funding is restored and programs, equipment and facilities expanded, enrollment in two-year programs will also increase. Preparatory occupational programs will remain a major avenue to career entry, particularly in the growing number of technical fields which do not require baccalaureate or higher degrees.

The remedial function. The growing need for remedial education, discussed in the needs assessment section, will be a major challenge to community colleges. While the shared responsibility for remediation among local educational providers needs to be clarified and linkages strengthened, a coordinated effort within colleges will be essential if underprepared students are to succeed in transfer and occupational programs. A commitment to access and excellence makes the development of effective remedial programs a necessity, both for the benefit of underprepared and well-prepared students. Without the support of remedial programs, the maintenance and improvement of academic standards in transfer and occupational programs are in serious jeopardy.

Recent fiscal constraints have limited college efforts to adequately respond to the growing need for remedial programs. As a result, many faculty have been forced to dilute course content; counselors, themselves reduced in number, have been besieged by discouraged and befuddled students, and student attrition has been unavoidable.

At the same time, the temptation to "cloak" remedial programs within regular transfer and occupational programs has been irresistable, as a means of avoiding the perjorative labeling of remedial students. A possible solution may be the use of the term "prerequisite," which suggests a continuity from pre-collegiate to regular course sequences established for two-year transfer and occupational programs.

While remedial curricula may be defined as a progressive sequence, two major distinctions should be made. Both English as a second language, and general education course requirements in vocational programs, require separate definition.

According to the 1980 census, 31% of Los Angeles County residents 18 years of age or older are not native English speakers. Spanish is the native language for 21%, while another language is native for 10%. Patterns of in-migration suggest that other native languages are principally Asian, and include Japanese,

Chinese, Tagalog, Korean, and Vietnamese. Students with English language deficiencies may not be undereducated in their native language, but need to improve oral and written English skills.

Course requirements for vocational programs may not be at the transfer level. Typical general education course examples are Business English and Intermediate Algebra. These courses should not be considered remedial for occupational students.

Research indicates that effective remediation can overcome major skill deficiencies, enabling underprepared students to succeed in regular transfer and occupational programs. Coordinated basic skills development, accompanied by intensive counseling and advisement, have repeatedly demonstrated increases in the retention rates of students who receive such services (Kestelman, 1982; Gold, 1979; Bray, 1981; Scheer, 1983).

Project ACCESS has been a major tool in defining the need for remedial education and providing assessment, placement, counseling, advising and follow-up evaluation. This program is expected to develop further and expand to all District colleges.

In addition, affiliation with the statewide Learning, Assessment and Retention Consortium (LARC) is anticipated, which will further clarify the needs and successes of remedial programs throughout the CCC system.

The Committee has identified a number of strategies and resource needs with regard to strengthening the remedial function; these include:

1. The development of learning packages and course sequences which lead students into regular college programs.

2. The development of instructional support through learning resource centers, computer-assisted instruction, use of word processing in writing courses, use of paraprofessional aides and tutors.

3. The expansion of Project ACCESS and counseling support, including full use of computerized student information and advisement systems.

4. The hiring of new faculty trained in remedial education and/or in English as a second language (ESL) instruction, and staff development for existing faculty.

General education. The District has been concerned for some time that students need to be directed into some common learning experiences that form the basis of common traditions, values, and methodologies, and that emphasize the interrelationships among academic disciplines. The increasing diversity of student educational needs and goals will make it particularly important to design core curricula in which all matriculating students can participate. The general education requirements for transfer and occupational programs provide an ideal framework within which to develop common learning core curricula. Use of inter-

disciplinary courses, combinations of courses, thematic seminars, and the grouping of students who follow through a sequence of courses are several means by which the shared learning objectives of diverse students can be met and common experience emphasized.

Community colleges have recently examined the goals, definitions and competency requirements of general education, in response to statewide requirements to adopt new minimum standards. These requirements were in turn responsive to the revision of general education in the CSU system.

In 1983, the District's Board of Trustees adopted new general education requirements in two curricular patterns. Minimum requirements were raised from 15 to 18 units for programs with 36 units or more in a major (single discipline or related disciplines), but increased to 30 units in programs with fewer than 36 units in a major. This permits students in occupational programs with extensive majors to meet general education requirements at a minimal level, while providing greater structure in general education for students in transfer or associate degree programs with moderate requirements in a major.

This Board action signals the end of a long trend toward the development of elective courses from which students could choose an increasingly personal sequence of courses to meet degree requirements. While electives will remain important curricular options, the need to establish curricular goals based on common educational needs will increasingly define distinct components of the community college curriculum.

Community services. Since the passage of Proposition 13 and the elimination of the community services tax in 1978, community services programs in the District have become almost fully self-supporting. Fees are charged for enrollment in non-credit classes, which do not generate ADA for state reimbursement. Most classes are designed to address special interests, and are offered on a short-term basis.

There was a 30% increase in community services classes districtwide from 1981-82 to 1982-83. Growth among colleges, however, has been uneven--a reflection of differences among communities in the ability of residents to pay fees. While growth in community services is predicted for colleges serving more affluent communities, it cannot be expected for colleges located in low-income areas.

There is a need to find alternative means of support for community services in these areas.

Certainly the kinds of classes offered by community services programs are now market-sensitive, appealing to interests of residents or companies willing and able to pay fees. While fee-based programs have helped to relieve tuition-free programs of the need to meet demands for educational enrichment, inequities among colleges should be reduced. If the value of community services classes is appreciated, and the function retained as a statewide priority, opportunities for enrollment should be extended to low-income residents.

The structure of community services programs is an ideal one for serving the increasing need for short-cycle and recurrent education responsive to changing conditions. With adequate subsidy for the enrollment of low-income students,

community services can expect to provide much of the continuing education needed for job upgrading, personal and social adaptation, and personal enrichment. Community services programs also establish important links between community colleges and local residents and institutions. Programs need to be coordinated with other local providers to offer appropriate and adequate opportunities for continuing education.

The guidance function. Budget reductions have forced the ratio of students to counselors upward to 1,400:1. Yet, the need for counselors has expanded with new assessment and placement programs, follow-up student counseling, career and job counseling, and the increasing need for liaison activities with local high schools, colleges and universities, and employers.

As enrollment grows and the characteristics of students continue to change and diversify, additional counseling staff with appropriate skills will be needed. The need for paraprofessional counselors and information systems will also increase.

The guidance function is an important aspect of all other student services: admissions and records; financial aid and Extended Opportunity Program and Services, specialized services for handicapped, veteran and women students; job placement; health services; and student activities, governance and athletics. Specialized counseling activities need to be coordinated and fully integrated within a comprehensive guidance program.

Staff reductions have been severe in those services dependent on general funding. As funding is restored, the consolidation and reinstatement of services need to be examined, as well as the use of computer systems in areas such as admissions and records or financial aid which can reduce the need for staff and increase efficiency.

Instructional support. While instructional support is not specified as a separate function, it is critical to meeting educational objectives. Print and nonprint library materials will need to be expanded to compensate for recent budget reductions and to support regular and remedial instructional programs. Learning resource centers will need further development, utilizing paraprofessionals, computer-assisted instruction, and bilingual aides and materials. Audio-visual materials will need to be updated and expanded in concert with curricular change and growth; use of video and cable will need to increase.

Computer systems for cataloging library holdings and recording loan transactions, such as the one developed at West Los Angeles College, need to be extended.

Institutional support. It is essential that educational programs and services be adequately supported by appropriate facilities, equipment and supplies; and by administrative, technical, clerical, maintenance and security staff.

Campus facilities need to be attractive, well-maintained collegiate learning environments which present to students the image of community colleges as distinct institutions within the tripartite system of public postsecondary education in California. Access will be limited by inadequate, unsafe, poorly maintained and equipped facilities.

Of the three newer colleges in the District, two have incomplete campuses (Southwest and West) and one has no permanent campus (Mission). Other campuses are aging, with many buildings in need of renovation or replacement. The cumulative effect of years of underfunded capital construction has increased the need for facilities development.

As funding becomes available, the development of facilities should emphasize the need for flexibility. General types of space needs should be identified, not only in terms of large lecture, lecture/discussion, laboratory, seminar and individualized instruction, but in discipline clusters with related needs for equipment, workspace and fixtures. Change in technology, demographics and delivery systems will not only continue, but occur more rapidly than in the past; frequent curricular revision and development will be necessary. At the same time, major types of curricular activity will remain unchanged or change very gradually over time.

Fiscal shortfalls have also demanded reductions in institutional support staff, and many functions are woefully understaffed at present. As funding improves, however, the need to restructure support staff around common purposes, and the need to modernize operations with new systems and equipment, will present a challenge. The economies and efficiencies which can be realized through the careful evaluation and planning of support staff needs will be important to institutional recovery and development.

Resource Needs

Need for a stable funding mechanism. Community college finance, largely based on public school foundation mechanisms, was relatively stable through a long period of enrollment and economic growth from 1950 through 1975. Over the last decade, however, rising enrollment demand, economic recession, and a shift in revenue sources have spawned eight different funding mechanisms. Six of these were legislative bills (SB 6, 1973; SB 1641, 1976; SB 154, 1978; AB 1626, 1981; and SB 851, 1983). Two were legislative measures designed to reduce costs--the 1975 cap on enrollment growth and the 1982 reclassification of courses as non-reimburseable. In addition, costs were reduced by differential funding of credit and non-credit courses eligible for reimbursement, and funding for SB 851 was decreased by the governor's veto.

The passage of Proposition 13 prompted a dramatic shift from local to state resources as a principal means of funding community colleges. As economic conditions worsened statewide, community college funding became precarious.

Reductions in funding resulting from fiscal crises are invariably abrupt. Coinciding with the annual July-June budgeting cycle, decisions must be made in August or later, disrupting fall schedules and leaving little time for adjustment. Indecision regarding funding for SB 851 extended well into September, 1983.

There is an urgent need for a more stable funding mechanism. Legislation is needed that provides for multi-year funding, adjusted for changes in cost-of-living, enrollment, students and programs; the Committee recommends a five-year funding system. Base and ceiling limits to guaranteed funding, as well as incentive funding to meet statewide objectives, would contribute to the sequential planning and development of educational programs and services.

Need for flexibility in funding sources. Wide variation exists among districts in demographic and socioeconomic conditions, operational and student costs, the nature of programs and modes of delivery, need for support services, and the availability of alternative educational providers. The tension between state fiscal control and variable local needs should be reduced. A means of increasing local control over fiscal resources should be found.

Developing alternatives to predominant state funding will increase local control and contribute to both stability and flexibility in fiscal and program management. Alternatives include public and private sources at the national, state and local level. Local sources are particularly promising, and might include specified sales or income taxes, contributions from business and industry, contract education, fee-based community service programs and modest increases in student fees for services and materials. The auditing of classes should be permitted and fees charged, while resource development or fund-raising should be intensified and the use of foundations encouraged.

A study on differential funding for community colleges is provided for by SB 851. Differential funding already exists for credit and non-credit classes, apprenticeship education, and community services. While differential funding would provide incentives for the development of high-cost, high-demand programs and services, its effective implementation will depend on the simplicity and practicality of applications, with the identification of cost, demand, and workload measures clear, descriptive, and broadly understood.

The advantages of local control, responsive and accountable to local needs, should be weighed against the cost and bureaucratic time-lag of extensive differentiated funding mechanisms administered at the state level. Averaging costs within broad administrative categories remains the most flexible means of adjusting anticipated needs on the basis of actual needs.

The issue of student tuition or fees must be resolved. Alternatives to flat full- or part-time enrollment fees need to be considered which fully eliminate cost and cultural barriers to access. Fee criteria should include not only income but educational needs and goals. Policies should favor public over private benefits, and access over excess. The right to higher education continues to need protection.

Need for equity. Funding mechanisms which equalize resources relative to needs have been a continuing problem. The Serrano decision provided impetus to SB 6 legislation, under which enrollment growth in excess of foundation and district resources was state-supported. Rapid enrollment increases under this system led to the 1975 cap on enrollment growth. While funding mechanisms have traditionally compensated small districts for diseconomies of scale, recent efforts have attempted to further equalize low- and high-cost districts through adjustments in discretionary funding increases. Adjustments have also been made to support high-cost urban districts such as Los Angeles.

Equalization has largely depended on base enrollment, population, and assessed wealth data. There is a need to evaluate the extent to which these data are descriptive of actual differences among districts. Local districts vary widely with regard to the effects of free flow, adult education responsibilities, operational costs and collective bargaining agreements.

Finance mechanisms will also need to look at equity among postsecondary segments and the public school system, as shared responsibilities vary among districts.

Funding guidelines. While the need to resolve a number of specific finance-related issues remain, several basic directions emerge from recent budgetary difficulties. Development of a stable, flexible and equitable funding mechanism should include the following components:

1. Cultivation of distinct and reliable alternate funding sources, with particular emphasis on local sources.

2. Reexamination of base funding criteria relative to equity and diversity among districts.

3. Establishment of a multi-year funding mechanism to insure adequate state and local planning and development.

4. Specification of annual procedures to adjust for local changes in costs, programs, and enrollment growth.

5. Guarantee of multi-year allocations within a floor and ceiling range, including "hold harmless" provisions for enrollment decline.

6. Protection of local budgetary options such as contingency reserves.

7. Incorporation of incentives for local development and accountability.

Responsibility for leadership and management continues to be shared between state and local governing entities. The principal responsibility for funding community colleges, however, lies with the state. It is critical that funding policies and mechanisms support the accepted mission and functions of community colleges.

Consequences of budget reductions. The combined and cumulative effects of Jarvis-Gann, economic inflation/recession, and fiscal uncertainty have been so severe that the survival of many community colleges has been threatened. As state and local reserves and income declined, budget reductions deepened, with the sharp 1983-84 budget reduction unprecedented in the history of California community colleges.

A comparison of general purpose district budgets in 1977-78, prior to Proposition 13, and in 1983-84 shows a loss of $44.6 million. This amount rises to $104.3 million when adjusted for inflation. Statewide, buying power declined in four of the five years since 1977-78, with a cumulative loss of more than one-fourth (Hayward, 1983).

Reductions in District personnel have been striking. Between Fall 1978 and Fall 1983, full-time certificated staff were reduced 14% and part-time 24%, certificated administrators 34% and classified staff 15%. While these reductions were realized through attrition, incentives for early retirement, reassignment and non-replacement, a first-time layoff plan for further reductions in classified staff has been authorized for implementation in the spring.

Evidence of current support staff reductions is everywhere apparent: empty desks and offices, unanswered telephone calls, delays in registration and the processing of grades and transcripts, backlogs in purchasing and record keeping, deterioration in the appearance of buildings and grounds, and lack of equipment maintenance. As workloads increase for remaining staff, and salaries and employment security lose their competitive advantage, a further exodus of support staff can be assumed.

Analysis of the 12% Fall 1983 enrollment decline indicates that losses were not only the result of reduced offerings, but also the lack of program expansion in high-demand areas: English, mathematics, computer sciences. Support staff reductions, continuing uncertainty about tuition and funding, and substantial fee increases for materials and services further contributed to enrollment decline. The "spiralling" effect of continuing austerity in programs, services and institutional support is cause for grave concern.

One of the most significant consequences of continuing budget reduction may be the constriction of program development. It is essential that community colleges respond to the changing educational needs of students and of society. The inability to develop appropriate programs and services reduces both access and excellence.

Limited support for enrollment growth has further weakened access. Growth in enrollment relative to population growth has declined, while the demand for technical and developmental education has increased.

District enrollment growth, based on a typical participation rate of 3% of the 1985 projected population, would require an estimated $23.6 million in additional District revenue.

Long deferred maintenance and capital construction have also affected institutional quality. State-eligible capital construction projects alone, submitted by the District since 1977-78 but not funded, totalled $53.1 million.

Need for recovery. There is a pressing need to recover 1977-78 purchasing power. A means of funding cost increments and both program and facility development is essential to continued access and quality.

In this paper, the mission and functions of community colleges have been examined in relation to educational needs. The retention of the comprehensive nature of community college functions appears necessary to its basic mission of access.

At the same time, the Committee has identified a number of changes which need to occur to improve program relevance and quality. A reaffirmation of the traditional community college mission and functions does not imply that community colleges are static institutions. Quite to the contrary, community colleges are charged with timely response to changing needs.

Like other community college districts, the local needs of this District are a critical concern. Los Angeles residents have both very real educational needs, and substantial opportunities for job entry and advancement. Economic growth in the area will depend to a considerable extent on the ability of community colleges to respond to training and education needs.

Need for support of enrollment growth. Population growth within the District is expected to exceed that for Los Angeles County. The unparalleled ethnic shift within the District will constitute increasing need for community college programs, as growing numbers of minority residents become first-generation college students. The expanding need for training in the developing technologies will be particularly great in the area, which provides the majority of the state's manufacturing employment and an expanding business services sector.

Resources needed for recovery and growth are a staggering $181 million over the next five years. Every effort needs to be made to move toward full funding.

Summary and Final Conclusions

Needs assessment data clearly indicate that the demand for community college educational programs and services will increase over the next five years. Particularly in the areas of collegiate-level academic skill development and in technical preparatory and continuing education, needs are expected to increase. Improvements in general education and in transfer curricula and services are also expected to be ongoing, and represent the changing needs for articulation and for occupational preparation. Further growth in community services programs is also anticipated.

While the multipurpose nature of community colleges, inherent in their mission and functions, is expected to continue, changes in emphases at individual colleges will be necessary to adequately respond to local educational needs. Overall, increasing heterogeneity of students--their educational goals, ethnic and cultural backgrounds, and academic preparations--will dictate an increase in the diversity of educational programs and services. Learning "packages" and "streams," together with new approaches to common learning, will need to be developed so that both common and diverse learning objectives are recognized and accommodated.

Recent registration and enrollment data indicate that the demand for basic and general skill development in English and mathematics, and in developing technical areas such as computer science and electronics, is not being met by current program offerings. These areas need to be expanded. Content, teaching methods, and delivery systems need to be studied and made contemporary with current practices, technologies, and student needs. The need for new technical programs must be studied, while retaining the value and appeal of general and liberal arts programs within balanced college curricula.

Educational needs and corresponding requirements for changes in educational programs, services and facilities exceed current fiscal and personnel resources. While a stable funding mechanism is long overdue, flexibility in funding sources is also needed in order to meet local variations in resource needs. Alternative sources of funding must continue to be examined. The cumulative effect of years

of underfunding, coupled with repeated increases in the Consumer Price Index, make fiscal recovery essential if community college access and excellence are to be maintained. The first priority in planning will be to restore deficits in cost-of-living salary adjustments, staffing, equipment, supplies and facilities maintenance. Planning will require further assessment of staff, material and facilities needs, and should include a strong staff development program to improve utilization of existing staff in high-demand programs and services.

As funding becomes available, the second priority in planning should be to expand and develop existing programs and services in which growth in response to need has been curtailed by funding reductions.

While the need to extend programs and services and to develop new programs is apparent from changing social, technological and demographic trends, adequate funding beyond the restoration of deficient funding levels will be necessary. A third planning priority, however, will be to determine the direction of curricular and enrollment growth.

Planning, however, will need to proceed in spite of fiscal uncertainty. Changes in employer-training needs, in standards for articulation, and in the academic preparation of entering students require changes in educational programs and services. The nature of these programmatic changes must be consistent with educational needs, regardless of funding levels which may or may not be sufficient for recovery and growth. Community colleges must be ready to implement changes as funding does become available, or as personnel turnover allows for change. In addition, the justifiable need for programmatic change or expansion is a necessary criteria for seeking additional funding from public or private sources.

The lean years have made the District extremely conscious of the need to maximize resources. While there is a limit to "doing more with less," much has been learned with regard to the strengths and weaknesses of past and current curricula, services, staffing patterns and fiscal mechanisms. Resource planning and management need to remain an integral aspect of institutional recovery, development and growth.

Much more effort and study need to be directed toward the cultivation of alternate sources of funding, particularly those at the local level. The increasing cooperation with business and industry, and the broader utilization of discretionary fees, have been recent examples of new sources of support.

Similarly, a systematic effort to assess and cooperate with alternative educational providers will be essential to meeting educational needs within anticipated public revenue sources. A full program of liaison activity with local public and proprietary schools, four-year institutions, and business, labor, government and industry should include not only the delineation of functions, but joint planning.

Throughout this paper, the need for local college planning responsive to wide variations among communities which colleges serve has been evident. As colleges begin to prepare their 1984-85 budgets, it is imperative that educational planning be directed toward long-range educational needs. While the broad direction of change has been outlined in this paper, specific, local needs must be identified and plans developed to meet them.

The long-range planning proposal submitted last spring by the Committee on Institutional Reassessment emphasized the need for wider participation among faculty and staff in the planning of educational programs, services and facilities. The formation of the Committee on Access and Excellence, with its more than twenty members representing every campus and several administrative functions, is clearly a first step in this direction.

This Committee recommends that colleges develop appropriate structures for long-range educational planning as well as budget planning. These structures need to include not only the broad participation of college faculty, staff and students, but involve personnel from other nearby colleges, alternative providers and local agencies. Program and institutional evaluation and planning need to be continuing efforts, if educational needs are to be met.

The Committee hopes that this paper will be a stimulus for further study and discussion. With a need to "start somewhere," existing data sources were used; many areas of study remain, and specific proposals for change developed and articulated. The Committee invites the comments of those who read this paper, and encourages further efforts to define and shape the direction of change in community college educational programs and services.

REFERENCES

Akers, Kathryn R. Strengthening Developmental Skills in the Los Angeles Community College District. Los Angeles Community College District, Educational Services Division, 1981.

Boyer, Ernest L., and Arthur Levine. A Quest for Common Learning: The Aims of General Education. The Carnegie Foundation for the Advancement of Teaching, Washington D. C., 1981.

Breneman, David W., and Susan C. Nelson. Financing Community Colleges: An Economic Perspective. The Brookings Institute, Washington D. C., 1981.

Bray, Dorothy. "Basic Skills Revisited: A High Retention Program in Writing for Community College Students". Sacramento City College, 1981.

Callan, Patrick M. Testimony to the Assembly Special Committee on California Community Colleges. California Postsecondary Education Commission, Sacramento, October 26, 1983.

California Legislature. Report of the Joint Committee on the Master Plan for Higher Education. Sacramento, September, 1973.

_____. Postsecondary Alternatives: Meeting California's Educational Needs. Sacramento, September, 1975.

California Postsecondary Education Commission (CPEC). Mission and Functions of the California Community Colleges. Commission Report 81-14, Sacramento, May, 1981.

_____. California College-Going Rates, 1981 Update. Sacramento, December, 1982, p. 6.

_____. Update of Community College Transfer Student Statistics. Sacramento, June, 1982.

_____. Promises to Keep: Remedial Education in California's Public Colleges and Universities. Commission Report 79-8, Sacramento, 1983.

California State, Department of Education, Master Plan Survey Team. A Master Plan for Higher Education in California. Sacramento, 1960.

California State, Governor's Office. The 1984-85 Governor's Budget. Sacramento, January 10, 1984, p. 193.

Cross, K. Patricia. "Community Colleges on the Plateau," Journal of Higher Education, 52:2, 1981, pp. 113-123.

Employment Development Department (EDD), State of California, Southern California Employment Data and Research. Annual Planning Information, Los Angeles-Long Beach Standard Metropolitan Statistical Area, 1983-84. Los Angeles, May, 1983.

Enzer, Selwyn, and Rebecca Wurzburger. Los Angeles 200 + 20; Some Alternative Futures for Los Angeles 2001. Center for Futures Research, Graduate School of Business Administration, University of Southern California, Los Angeles, 1982.

Gold, Ben. "Persistence Rates in Day Classes, Fall 1978". Research Study 79-8, Los Angeles City College, 1979.

Hayward, Gerald C. Memorandum to the Honorable Robert J. Campbell, Chairman, Assembly Select Committee, October 26, 1983. California Community College Chancellor's Office, Sacramento.

Kestelman, Rosa. Annual Report of the Advancement Studies Institute. East Los Angeles College, 1982.

Kissler, Gerald R. Retention and Transfer. University of California, Office of the Academic Vice President, Berkeley, October, 1980.

Koltai, Leslie. Annual "State of the District" addresses. Los Angeles Community College District, Chancellor's Office, 1980 through 1983.

The Learning, Assessment, Retention Consortium of California (LARC). 1982-83 Program Guide, Part I and Part II. Sacramento, October 24, 1983.

Los Angeles Community College District, Educational Services Division. Student surveys for Fall 1976, Fall 1978, Fall 1980 and Fall 1982.

_____. Report of the Commission on Transfer Education. 1982.

_____. College Annual Reports 1982-83. October, 1983.

Los Angeles Times. "Minorities: Isolation on College Campuses," Part I, December 11, 1983.

_____. "Text of Deukmejian's State of the State Address to the Legislature," Part I, January 11, 1984.

Los Angeles Trade-Technical College (LATTC). Los Angeles Trade-Technical College Master Plan for the Introduction of High Technology Programs. May 10, 1982.

Naisbitt, John. Megatrends: Ten New Directions Transforming Our Lives. New York: Warner Books, 1982.

Pincus, Fred L. "The False Promises of Community Colleges: Class Conflict and Vocational Education," Harvard Educational Review, 50:3, August, 1980.

Scheer, Glenna, and Stuart Wilcox. Conference presentation on the results of student participation in Project ACCESS. California Association of Community Colleges Annual Conference, Sacramento, November 18, 1983.

Sheldon, Stephen. Statewide Longitudinal Study: Report on Academic Years 1978-81, Part 5, Final Report. Los Angeles Pierce College, 1982.

Southern California Association of Governments (SCAG). SCAG 82: Growth Forecast Policy. Los Angeles, 1982.

U. S. Census. 1980.

USA Today. Review of Bureau of Labor Statistics' forecasts in two articles by Mike McNamee, "High-Tech Can't Deliver on Jobs" and "High-Tech Job Field is Fastest Growing," Part I A and B, November 16, 1983.

Wilms, Wellford W. Vocational Education and Social Mobility: A Study of Public and Proprietary School Dropouts and Graduates. Graduate School of Education, University of California at Los Angeles, June, 1980.

ERIC Clearinghouse for Junior Colleges
8118 Math-Sciences Building
University of California
Los Angeles, California 90024
AUG 10 1984